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Assistant Director, Scientific Intelligence

19 April 1954

Chief, Management Staff

Study of Office of Scientific Intelligence Missions and Functions

1. Attached hereto is a staff study based on our survey of the Office of Scientific Intelligence, undertaken in accordance with your request of 15 December 1953. The staff study condenses the material discussed at a meeting with you on 31 March 1954.

2. Confirming conversations between ~~Management~~ of my staff and you on 16 April 1954, the recommendations attached hereto need no formal reply on your part; and are considered acceptable by you and by us for purposes of future planning and implementation subject to availability of properly qualified personnel. Many of these recommendations are not original with the Management Staff and the wisdom of properly timing implementation are points which both you and I recognize.

3. Meanwhile, we intend to work closely with you on developing internal missions and functions which you can use today. By continuing this close contact, we will thus be in position to assist you on the spot each time a change is to be made.

4. I should like to express my appreciation for the cooperation afforded us by members of your Office during the course of the survey, particularly your own generous allocation of time.

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Enclosure

Staff Study

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TO: Assistant Director, Scientific Intelligence

SUBJECT: Study of Organization of the Office of Scientific Intelligence

1. PROBLEM:

To study present organizational and functional problems of the Office of Scientific Intelligence and to recommend a proper organizational structure.

2. FACTS BEARING ON THE PROBLEM:

The following facts were determined after discussions with staff and division personnel, review of present responsibilities and review of actual projects:

- a. The Assistant Director and his Deputy are responsible for most long-range planning activities and for the control of divisional activities, with advice from staff components. No other component has the facilities or the authority to conduct, on a full-time basis, the work of planning or of production control. The Assistant Director and his Deputy could not exercise full-time planning and control activities without relinquishing or reducing their present activities.
- b. There is, at present, no Office program or statement of research and production objectives for the guidance of staffs and divisions. There are no qualitative or quantitative criteria for research and production of scientific intelligence which are recognized by all components. Divisions are responsible for establishing their own research and production programs, for fitting in the ad hoc, short-term projects and briefings which they must perform and for insuring adequate coordination with other divisions and with other components and agencies.
- c. Many division and staff chiefs feel that collection is inadequate.
- d. Divisions are, in general, unable to devote sufficient time and attention to research in depth because of the volume of short-term projects which they must perform.
- e. Collection and requirements activities are split between various components and there is inadequate control over collection liaison.
- f. Divisions vary in their applications of DCID 3/4 and in their definitions of scientific intelligence.

- g. There is overlap and duplication between various components. Research and production in various sciences is performed by both substantive divisions and by Scientific Analysis Division, although substantive divisions have responsibility for work in these sciences.

3. DISCUSSION:

Specific examples of the facts stated are as follows:

- a. In their interpretations of ICID 3/4 and the nature of scientific intelligence, Applied Science Division, Medicine Division, Scientific Resources Division and Biology Division have different approaches. ASD feels it has no responsibility for producing intelligence at all, except on a limited basis for internal CIA purposes, because intelligence production relating to weapons is assigned to the Defense Department. Medicine Division attempts to direct all its work toward estimating foreign military capabilities. SRD expresses no interest in military capabilities and Biology Division has emphasized more the basic science than the intelligence product. The creation of a uniform Office policy for the application of ICID 3/4 and the establishment of criteria for finished intelligence production could assist divisions in orienting their activities and determining necessary guide lines.
- b. Divisions have expressed a desire for a greater quality and quantity of material procured by covert collection. Division analysts hesitate to use material presently collected in finished intelligence publications. NSA and the Defense Department do not now receive the same degree of attention for purposes of expediting collection as other collectors. There is a need to establish procedures for the briefing, by OSI analysts, of FI/DD/P collection personnel traveling overseas, and there is a need to establish greater control over the collection liaison activities of OSI personnel.

In the absence of an over-all Office program, the creation of plans and programs for improving collection is difficult, if not impossible, since collection is an activity in support of research and production.

- c. The establishment of more adequate controls over divisional research, production and related activities would diminish duplication between divisions, such as that which exists between Medicine Division and Biology Division in microbiology and biological warfare. More emphasis upon over-all Office planning, including collection planning, would result from the consolidation of the closely interrelated functions performed by Operations Staff and Requirements Branch. The relative independence of divisions from day-by-day, central controls has frequently resulted in inadequate cooperation and coordination among divisions in their coverage of various aspects of research and production - as, for example, in guided missiles and weapons.

OSI divisions are required to produce so great a number of reports, briefings, etc., - all tasks of a "question-answering" nature - that they must de-emphasize the important work of research in depth. Central control of production and assignment of work could serve many useful purposes: it could establish and maintain work schedules and thereby increase effective utilization of personnel; it could screen work to prevent overloading of divisions; it could review work to be certain that all research and production is qualitatively and quantitatively sound, in accordance with principles of effective personnel utilization and consistent with Office programs and objectives.

Recognizing the fact that OSI might well use a greater number of personnel for the work it is called upon to perform, and recognizing also the existence of budgetary restrictions limiting the numbers of personnel which can be employed, it would be sound management to take any steps necessary to insure that every piece of work is essential and of high quality, and that all personnel who are on hand are being used most effectively. Central production planning and control can assist OSI in achieving this objective. The Intelligence Board is an advisory and not an executive type of body, and cannot exercise the day-by-day, full-time control and direction which are necessary. The Assistant Director, his Deputy and his Staffs are not now able to perform this work.

- d. The Scientific Analysis Division, which was originally created to provide a service of common concern for all divisions by procuring and employing unpublished special intelligence, has become another all-source substantive division. Better manpower utilization within OSI as a whole, and better utilization of SAI personnel, could be achieved if SAI personnel were assigned directly to the other divisions and carried on their T/O's. In this manner, all divisions would have the advantage of the language ability and the intelligence ability of such personnel; they would have additional personnel to handle all of the workload; supervisory duties could be consolidated, and there would be a more clear-cut delineation of responsibilities of all OSI divisions.
- e. Better manpower utilization might also result if the Physics and Electronics Division experiment of centralizing writing of finished intelligence publications proves successful. It seems clear that all analysts are not good writers, and if this work is assigned to writing specialists, other analysts would have more time to devote to research in depth. If the P&E Division pilot installation is effective, it might be adopted by all divisions.
- f. The establishment of Office programs and objectives for intelligence research and production would facilitate planning and administration of programs for external projects, use of consultants and overseas travel of OSI personnel.

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- g. The consolidation of the collection and requirements functions of Operations Staff and Requirements Branch would permit more effective collection planning and control, expedite fulfillment of requirements and simplify the task of division personnel in preparing requirements and in obtaining material. It would also serve to eliminate some duplication, as, for example, in requirements support of overseas elements, in the development of long range requirements and in planning OSI exploitation of material and international conferences, all of which involve both Operations Staff and Requirements Branch.

4. CONCLUSIONS:

- a. Several organizational and functional problems exist within OSI. The principal problems could be minimized by greater emphasis upon long-range planning, upon production planning and control and upon consolidation of certain functions to eliminate duplication and/or overlap.
- b. The following planning activities should receive greater emphasis:
 - (1) Define Scientific Intelligence, determine needs of CIA and of the intelligence community, and plan long-term OSI responsibilities, objectives, priorities, and programs consistent with ICID 3/4 and OSI's internal CIA responsibilities.
 - (2) Plan methods and end products of intelligence production consistent with (1) above.
 - (3) Plan qualitative and quantitative criteria for intelligence research and production, in terms of science and intelligence value.
 - (4) Plan methods of coordinating OSI activities with those of other intelligence agencies.
 - (5) Plan production controls and coordinating mechanisms.
 - (6) Plan programs for improvement of collection, exploitation of sources, use of consultants, external projects, liaison procedures relating to collection and to production, etc.
 - (7) Plan programs for support of other components and agencies.
 - (8) Plan assignments of work to divisions.
 - (9) Conduct a continuing review of the manner of implementation of (1) through (8).
- c. The following control activities should receive greater emphasis:
 - (1) Plan and assign short-term projects, programs, and responsibilities to fulfill long term objectives, programs, priorities, etc.

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- (2) Conduct daily contact with other components and agencies to determine needs for OSI fulfillment.
 - (3) Conduct daily contact with collectors to expedite fulfillment of requirements.
 - (4) Review requests laid on OSI for production, briefings, etc., for consistency with work load, prior commitments, programs and priorities, and assign work.
 - (5) Conduct daily coordination of work and assignment of responsibilities.
 - (6) Review proposed projects and work in process for conformity with plans, programs, objectives and priorities.
 - (7) Review projects in process in terms of quantitative and qualitative criteria.
 - (8) Provide daily direction and guidance to substantive work.
 - (9) Review end products of projects and assignments qualitatively, quantitatively, and in terms of programs, objectives and priorities.
 - (10) Review, on a continuing basis, utilization of sources, qualitative and quantitative nature of source material.
 - (11) Review, on a continuing basis, quality and quantity of OSI support to other agencies, with special reference to current intelligence support.
- d. Certain organizational changes would be desirable in order to insure adequate fulfillment of the activities indicated in b and c.
- e. Better manpower utilization and planning would result from integration of Medicine and Biology Divisions, integration of Operations Staff and Requirements Branch, elimination of Scientific Analysis Division through re-assignment of its personnel within the other divisions and centralization of controls over such activities as collection liaison.
5. RECOMMENDATIONS:

It is recommended that:

- a. The proposed Office of Scientific Intelligence organization chart (Tab A) and the proposed functions, which have been outlined generally for new OSI components, (Tab B), be adopted. The proposed organization provides for:

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- (1) Creation of a position of Chief, Research and Production. This position could be filled by the Deputy Assistant Director in a dual capacity. It would include direction and coordination of all research and production activities of OSI divisions.
 - (2) Creation of a Policy and Coordination Staff, a staff component with no operating responsibilities. This would be an advisory and planning body.
 - (3) Elimination of Intelligence Production Staff and re-constitution of this component as two components - Production Control Staff and Publications Staff - to serve as tools for the Chief, Research and Production in the accomplishment of his duties.
 - (4) Consolidation of the collection and requirements functions of Operations Staff and Requirements Branch to create a Collection Planning and Support Staff.
 - (5) Elimination of Scientific Analysis Division and distribution of its personnel among the other divisions. (Note: If such personnel, after elimination of SAI, were to be physically located at NSA to service their divisions, they should be subject to the supervision of one individual assigned by the Chief, Research and Production).
 - (6) Consolidation of Medicine and Biology Divisions, including integration of personnel and functions and consolidation of supervisory duties.
 - (7) Creation of a Priority Projects Division if it is determined that OSI should conduct research and produce intelligence of two types: in the basic sciences and in specific objectives of a long-range nature. This Division should also be responsible for consolidating the work of short-term OSI task forces. It should consist of a nucleus of personnel permanently assigned to work in such projects, supplemented by personnel assigned from other divisions by the Chief, Research and Production.
- b. The Policy and Coordination Staff take immediate steps to plan OSI long-term production objectives and priorities, programs, policies and procedures for coordination with other agencies and criteria for scientific intelligence production.
 - c. A projects reporting and control system for all OSI divisions be created and installed under the direction and maintenance of the Production Control Staff.
 - d. Statements of present missions and functions be revised as necessary to reflect the new organization.

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- e. All liaison for collection purposes be conducted by the Collection Planning and Support Staff and all liaison for production purposes be controlled, coordinated and reviewed by the Chief, Research and Production.

[REDACTED]
Chief, Management Staff

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ANNEXES:

Tab A - Proposed OSI Organization Chart
Tab B - Functions of OSI

ACTION BY APPROVING AUTHORITY:

APPROVED:

Assistant Director, Scientific Intelligence